

Training (5)

17 January 1975

MEMORANDUM FOR: Lieutenant General Samuel V. Wilson, USA
Deputy to the DCI for the Intelligence
Community Staff

SUBJECT : U.S. Army Command and General Staff
School Depiction of the Intelligence
Community

1. As you know, I have been invited to give a seminar on "The Intelligence Contribution to Politico-Military Decisionmaking" at the U.S. Army's Command and General Staff School at Fort Leavenworth on 30 January. In connection with this exercise, a Major Bouton on the faculty sent me a copy of the syllabus for this section of the course. On glancing through it, I was somewhat troubled by its treatment of the U.S. Intelligence Community, which struck my perhaps too sensitive eye as being off in tone and inaccurate in certain significant details.

2. A copy of that treatment is attached. On it, several points:

a. It mentions only the National Security Act of 1947 and makes no reference to the CIA Act of 1949, President Nixon's letter of November 1971 or President Ford's 1974 reaffirmation of that letter's directives.

b. It paints the DCI as having a primarily advisory role to the NSC and suggests that his principal responsibilities lie in the area of correlating, coordinating and disseminating intelligence produced by other government departments. The CIA's responsibilities for producing national intelligence are nowhere alluded to.

c. The treatment of the PFIAB is not quite right.

d. The text of the diagram (on page 26) suggests that the DCI is subordinate to the United States Intelligence Board (even though its Chairman) and also mutes the fact that National Estimates are the DCI's Estimates, not the USIB's.

e. The depiction of the IRAC's responsibilities strikes me as being a hair out of focus.

f. I was bemused by the Net Assessment Group (presumably this means Jan Lodal), which doubtless exists but does not have the prominence within the Intelligence Community that the syllabus treatment would suggest.

g. The rather formalized treatment of the National Security Memorandum mechanism probably does give what could be argued as being a text book theory, but the real world is often less tidy and the NSSM system is not as all encompassing or universally used as this treatment would suggest. Specifically, the input of the Intelligence Community, through the DCI, to the NSSM system -- when the latter is used -- is omitted.

3. I doubt if our friends at Leavenworth mean any harm; but do consider it unfortunate that they are giving their students what I consider a perceptibly distorted picture of the national intelligence structure and the responsibilities of its several components. Any written remonstrances would generate unnecessary heartburn, not to mention a ditto exchange of paper. Nonetheless, I would like to see these errors of fact and approach gently corrected. Since you and I will both be at Leavenworth (separately) within the next two weeks, it might be advisable for us to undertake

a privately concerted program of low-key missionary work among the convertable heathen.



George A. Carver, Jr.
Deputy for National Intelligence Officers

Attachment

(5) The NSC Under Secretaries Committee. An NSC Under Secretaries Committee has been established under the Chairmanship of the Deputy Secretary of State, assisted by the Under Secretary for Political Affairs who also acts as his alternate. The Under Secretaries Committee considers—

(a) Decisions of the full NSC or of the President for implementation.

(b) Operational matters pertaining to interdepartmental activities of the US Government overseas on which NSC Interdepartmental Group have been unable to reach agreement, or which are of a broader nature than is suitable to any such group, or which do not require consideration at Presidential or NSC level and are referred to it by the Secretary of State.

(c) Other operational matters referred to it by the Deputy Secretary of State or the Assistant to the President for National Security Affairs.

(6) Defense Program Review Committee (DPRC). To meet the objectives of balanced decisions and rational priorities, President Nixon directed the formation of the Defense Program Review Committee. This permanent Committee reviews major defense, fiscal, policy, and program issues in terms of their strategic, diplomatic, political, and economic implications and advises the President and the National Security Council on its findings.

(7) Verification Panel (VP). This panel was established in June of 1969 in preparation for the Strategic Arms Limitation Talks. The VP includes SRG members with the addition of the Director, Arms Control and Disarmament Agency. The VP is charged with the technical analysis of arms control issues, including verification requirements. The VP also considers the issues involved in mutual and balanced force reductions (MBFR) in Europe and nuclear test ban policy.

(8) National Security Council Intelligence Committee, chaired by the Assistant to the President for National Security Affairs. This Committee provides direction and guidance on national intelligence needs and provides for a continuing evaluation of intelligence products from the viewpoint of the intelligence user.

(9) Washington Special Action Group (WSAG). The WSAG is a special senior leadership panel which is the forum for handling crisis situations. This group drafts contingency plans for possible crises, integrating the political and military requirements.

4. US INTELLIGENCE COMMUNITY

The National Security Act of 1947 is the basis of the present US intelligence community. Under this act, the Central Intelligence Agency (CIA) was established under the chairmanship of the NSC for the purpose of coordinating the intelligence activities of the several Government departments and agencies in the interest of national security. The Director and Deputy Director of Central Intelligence are appointed by the President with the advice and consent of the Senate. The Director advises the NSC in matters concerning such intelligence activities of the Government departments as relate to national security and makes recommendations for the coordination of these activities. He correlates and evaluates intelligence relating to national security, makes recommendations for the coordination of these activities, and provides for dissemination of such intelligence using existing agencies and facilities as appropriate. He performs such additional services of common concern as the NSC determines can be more efficiently accomplished centrally.

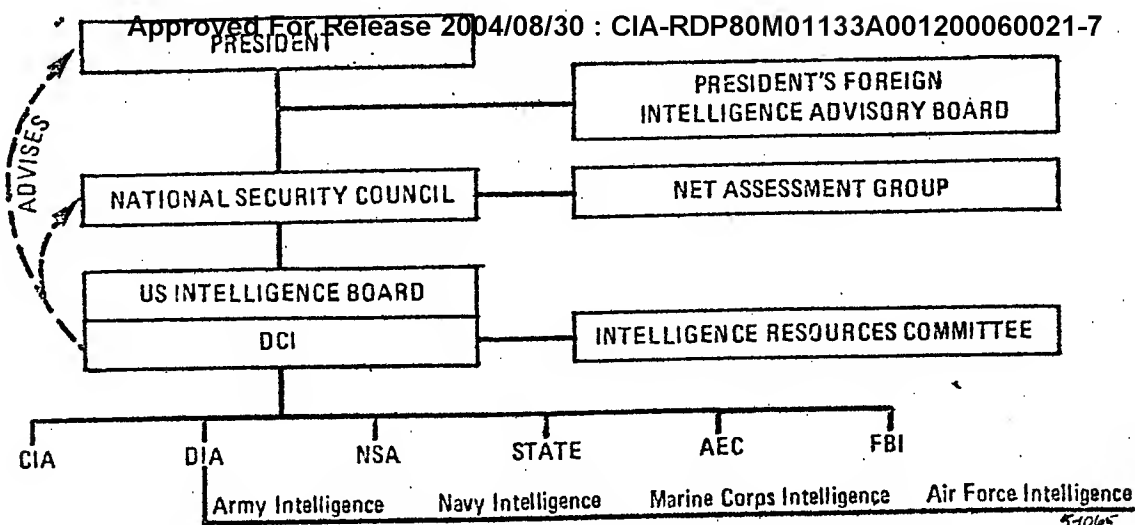


Figure 4. The US intelligence community.

As Chairman of the NSC, the President has available to him the Foreign Intelligence Advisory Board (FIAB). Members of the FIAB are appointed by the President from among persons outside the Government. The FIAB periodically is called upon to advise the President with respect to the total foreign intelligence effort. The Board has been active in recent years studying specific aspects of intelligence as they relate to long-range intelligence programs.

Some of the other organizations presently within the US intelligence community are the—

(1) United States Intelligence Board (USIB), which is chaired by the Director of Central Intelligence. The USIB advises and assists the President and the NSC with respect to the production of national intelligence; establishment of national intelligence requirements, structures, and priorities; supervision of the dissemination and security of intelligence material; and the protection of intelligence sources and methods. Working through the USIB, the Director of Central Intelligence periodically presents substantive intelligence estimates to the National Security Council.

(2) Intelligence Resources Advisory Committee, which is chaired by the Director of Central Intelligence, and consists of senior representatives from the State Department, Department of Defense, Office of Management and Budget, and the Central Intelligence Agency. The Committee advises the chairman on the preparation of a consolidated intelligence program budget.

(3) Net Assessment Group (NAG), whose chairman is the senior member of the NSC staff. NAG has the mission to review and evaluate all intelligence products and produce comparative assessments of the relative strength of various world powers by combining political, military, and economic intelligence estimates. The NAG may also suggest that the Director of Central Intelligence assess the possible foreign implication of any policy under consideration by the White House.

PROCEDURES

5. NATIONAL SECURITY MEMORANDUM

The NSC fulfills its basic function through the use of National Security Study Memorandum (NSSM's) (fig 5). An NSSM may be initiated by the President, the APNSA, or the NSC Staff.

NSSM is a formal action requirement by the NSC system. NSSM's identify major issues of national security and task subordinate elements with preparation of studies. Interdepartmental groups take the studies from subordinate departments and agencies and prepare a *basic paper* which is forwarded to the Senior Review Group. After the SRG has reviewed the paper, the APNSA presents the NSSM to the full NSC. If the President makes a decision on the paper, the decision takes the form of a National Security Decision Memorandum (NSDM) which is forwarded to the Under Secretaries Committee for implementation. Figure 5 shows graphically the decisionmaking trail.

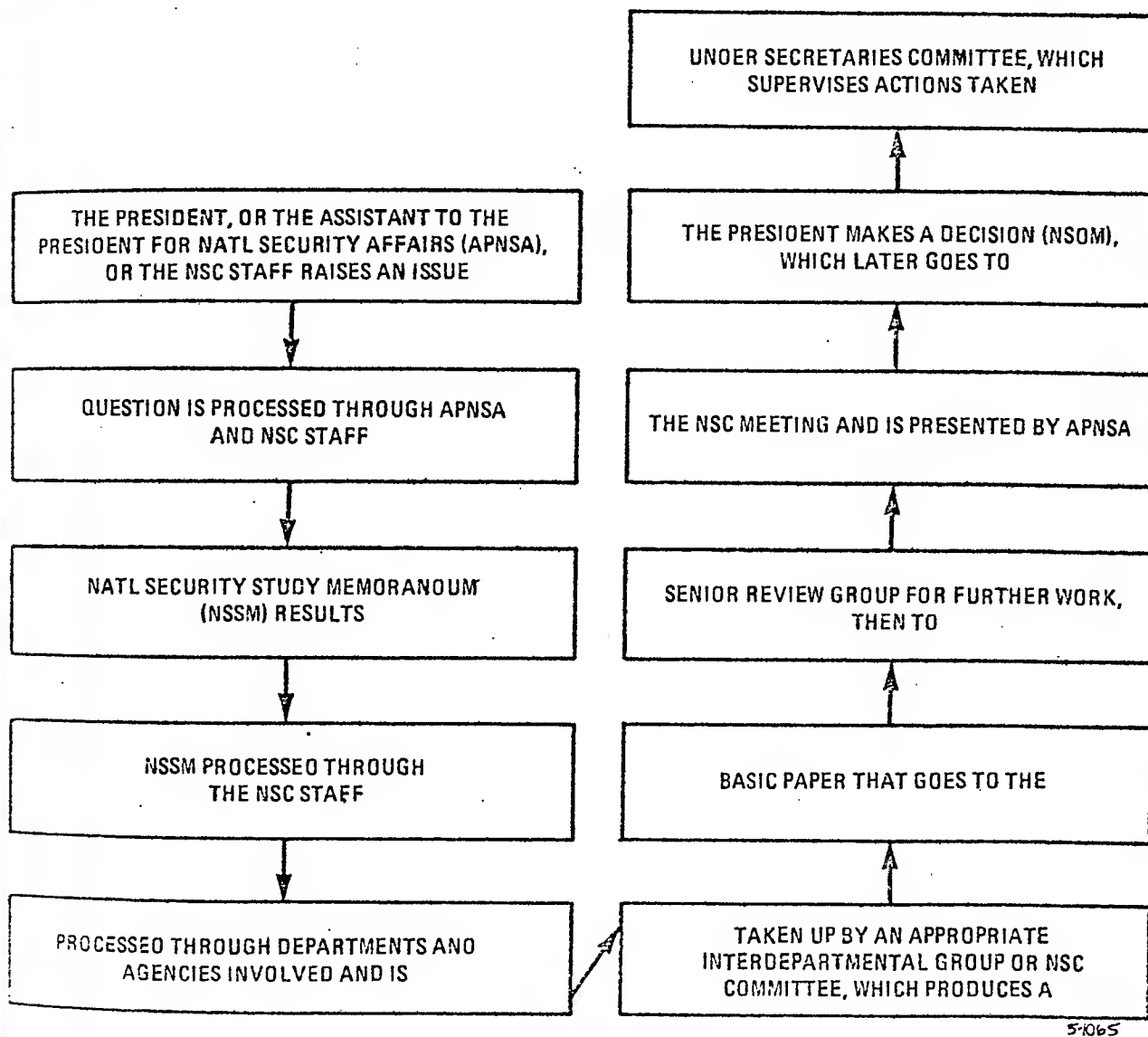


Figure 5. NSC decisionmaking trail.

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DEPARTMENT OF DEFENSE (DOD)

The Secretary of Defense and the Joint Chiefs of Staff are integral actors in the national security decisionmaking process. As can be seen (fig 3), DOD has representation in both the intelligence community and the NSC system. During the "study system" phase of the national security decisionmaking process (fig 6—foldout at back of book), the agencies within DOD have input to national policy and strategy through their input to NSSM's and through senior representation on NSC committees, groups, or agencies.